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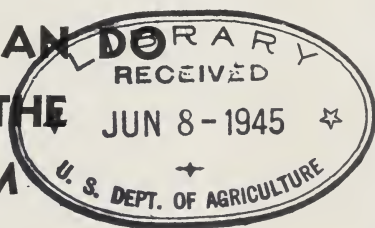
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1944

THE WHEAT PROBLEM



and

WHAT THE FARMER CAN
ABOUT IT THROUGH THE
AAA FARM PROGRAM



UNITED STATES DEPARTMENT OF AGRICULTURE
AGRICULTURAL ADJUSTMENT ADMINISTRATION

WHAT IS

The Wheat Problem?

THE U. S. SITUATION. (See pages 4 and 5)

No adequate wheat adjustment measures in 1937 and 1938.

Wheat acreages in 1937 and 1938 the largest in history. A total supply of more than a billion bushels—the fourth largest supply in history.

Domestic consumption of 700 million bushels, at the most.

Exports of 100 million bushels.

A total supply of nearly 275 million bushels, greater than domestic requirements and normal minimum carryover.

THE WORLD SITUATION. (See pages 4 and 5)

World wheat crop in 1938 the largest on record.

World supply over a billion bushels greater than world requirements.

WHAT HAPPENED TO PRICES. (See page 6)

U. S. farm price dropped from \$1.27 in April 1937 to 52½ cents in November 1938.

World wheat price on Liverpool market dropped from \$1.50 in April 1937 to 66½ cents in November 1938.

Two years without acreage adjustment.

Two years of record seeded acreage.

Two years of production in excess of needs.

LARGE SUPPLIES

LOW PRICES

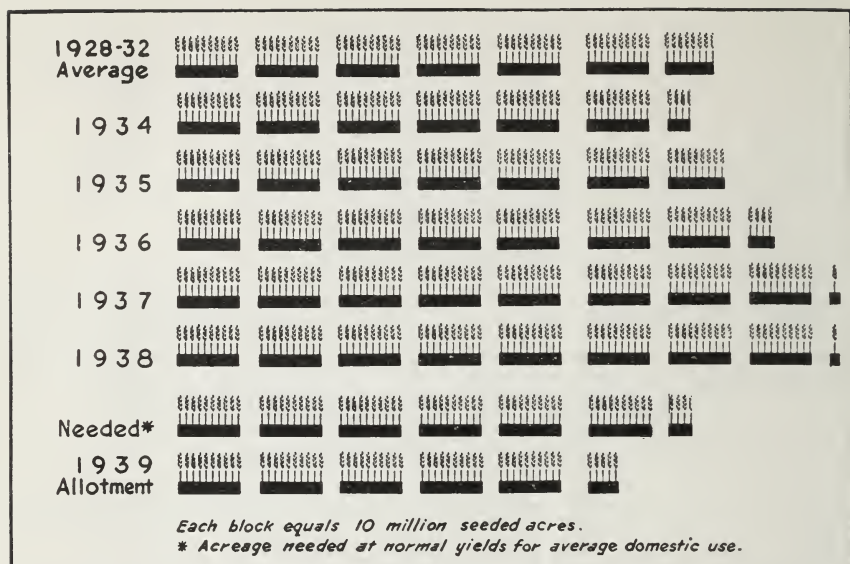
FARMERS HAVE A SOLUTION IN THE WHEAT PROGRAM

THE NEW WHEAT PROGRAM, developed under the Agricultural Adjustment Act of 1938, is ready to meet this situation.

These special provisions were included in the Act to help the wheat farmer:

1. **Acreage Adjustment** (see page 7)—To conserve the soil by avoiding excessive soil-depleting acreage.
2. **Crop Insurance** (see page 8)—To guarantee farmers a minimum of wheat to sell every year and to build Ever-Normal Granary reserves.
3. **Wheat Storage Loans** (see page 8)—To provide farmers immediate income from surplus while awaiting a more favorable market.
4. **Surplus Buying for Relief** (see page 9)—To increase domestic consumption of wheat.
5. **Export Sales Program** (see page 9)—To aid United States wheat producers in maintaining their fair share of the world market.
6. **Marketing Quotas** (see page 10)—To hold excessive supplies off glutted markets.

Wheat payments under the 1939 program will total 27 to 29 cents per bushel of the normal yield of the acreage in the wheat allotment (see last page).



1937 AND 1938 WHEAT ACREAGES HIGHEST IN HISTORY

Acreage and Supply Situation.

The acreage seeded to wheat in the United States for 1937 was 81 million acres and for 1938 was about 80 million acres.

These were the largest wheat acreages in United States history.

The area seeded for these years was almost 14 million acres more than the average for 1928-32, when our largest previous surpluses accumulated.

All regions of the United States, except those where extremely dry weather has prevailed, or where practically all available land was already devoted to wheat production, have increased their wheat acreage since 1932.

United States wheat supplies for 1938 exceeded a billion bushels, the fourth largest supply on record. The crop of 931 million bushels for 1938 was exceeded only by the crops of 1915, 1919, and 1931. The Agricultural Adjustment Act of 1938 was passed too late to affect wheat plantings for harvest in 1938.

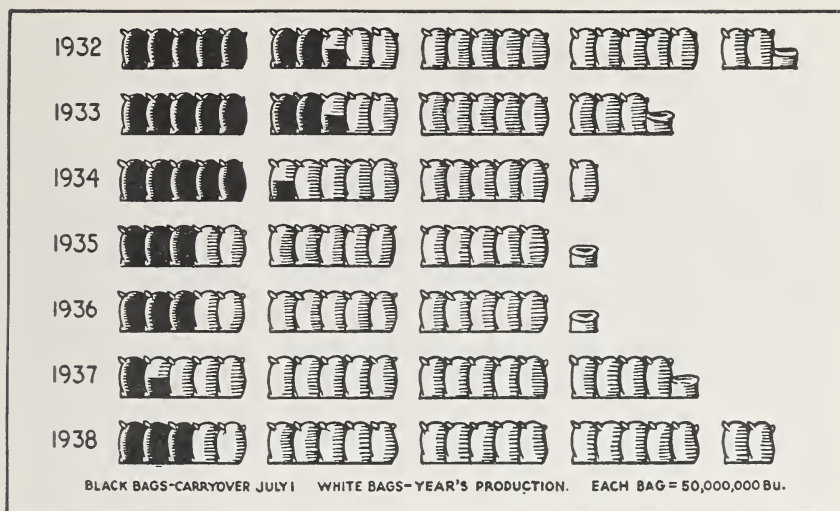
The 1938 world wheat crop was the largest on record—the supply for 1938-39 is over a billion bushels greater than world requirements.

Adjustment Problem.

In 1938 the carry-over in the United States nearly doubled from that of 1937. Indications are that our carry-over will be nearly doubled again by next July.

The problem facing United States wheat growers, is to adjust their operations for 1939 so as to bring their wheat acreage down.

(Complete statistics on pages 10 and 14)



OPPORTUNITIES LIMITED FOR INCREASED USE AT HOME AND ABROAD

Domestic Use.

Wheat consumption varies but little from year to year.

Since 1929 wheat milled annually for human consumption and commercial feeds in the United States has varied within the comparatively narrow range of 480 and 513 million bushels.

In addition to this, wheat fed to livestock (an item which varies considerably) and used as seed brought the total domestic utilization up to an average of 685 million bushels for the 10-year period 1928-37.

Export Markets.

Before the war, world trade in wheat averaged about 650 million bushels annually.

This grew until in 1928-29 it was about 950 million bushels. The decline since then has cut the world trade almost in half.

The United States' share of the world total averaged about 16 percent before the war and went up to an average of 31 percent in the early twenties.

By 1932, however, wheat grown by the American farmer made up only 5 percent of the world trade.

Last year it was 20 percent.

Outlook for Utilization.

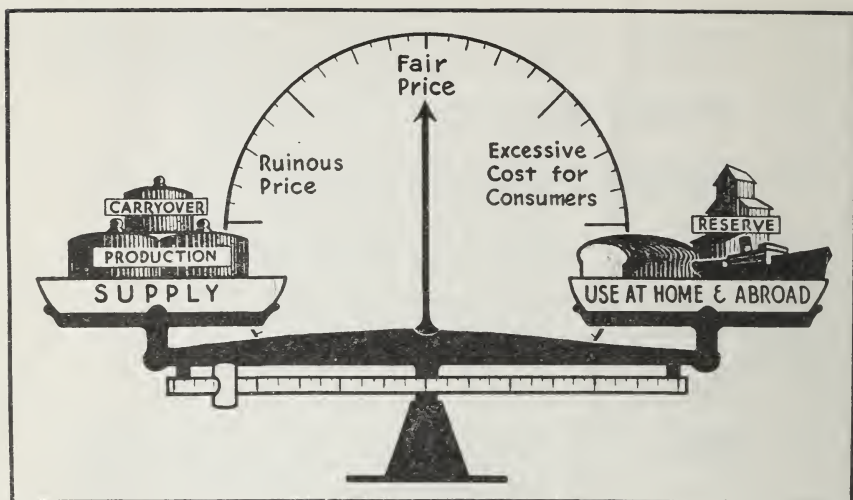
Efforts to increase per capita consumption have not produced measurable results.

Increases in the amount fed to livestock can be expected only when wheat prices are low.

Normal domestic requirements for the future, therefore, may be around 650 to 700 million bushels, including amounts for milling, feeding to livestock, and seed.

Exports cannot be expected to exceed 100 million bushels annually.

(U. S. utilization statistics on page 14)



WHEAT PAYMENTS ENHANCE WHEAT INCOMES

In 1930, 1931, and 1932 United States wheat supplies were more than 1,100 million bushels. The farm price of wheat averaged 67 cents per bushel for the 1930 crop, 39 cents per bushel for 1931, and 38 cents per bushel for 1932.

In 1938 the supply was again about 1,100 million bushels. The farm price, however, was 52 cents per bushel on September 15.

When United States wheat supplies are large and world wheat prices are low, United States prices are necessarily low.

Farm program payments protect wheat income even when prices are low.

World prices for wheat, delivered at Liverpool, England, dropped from \$1.50 in April 1937, to 66½ cents in November 1938.

United States wheat producers can expect better prices when their surplus is appreciably reduced or when international policies change. Meanwhile the wheat payments under the program provide returns which offset, in part, the decline in the price of wheat.

(U. S. and Liverpool price statistics on page 15)



ACREAGE ALLOTMENTS—THE WHEAT FARMERS' PROTECTION AGAINST LOW PRICES

The 1939 program provides for encouraging soil conservation through a standard of agricultural production that will meet the country's domestic and export requirements, and allow for adequate reserves without the soil wastes of over-production. These national objectives are to be accomplished through national acreage goals and acreage allotments for individual crops or groups of crops so as to permit a wider conservation of the cropland not needed for growing commercial crops.

In the case of the wheat farmer, a farm wheat acreage allotment is established as well as a general soil-depleting goal. The two-fold objective of the wheat acreage allotment is enough wheat from the Nation's farms to take care of our needs, yet not so much as to undermine the farmers' standard of living.

Overproduction wastes soil fertility and labor. Overproduction builds up surpluses which depress prices and prevent farmers from receiving a fair price even on that part of the crop for which there is a market.

Acreage allotments provide farmers with a cooperative means for adjusting production to requirements. Acreage allotments make possible a level of production that will give the farmer a fair income.

For United States farmers to remain within their wheat acreage goal for 1939, they need only reduce their acreage 18 percent below the 1928-32 average, compared with a 15 percent reduction of acreage made by all cooperating farmers in 1934 under the 1933-35 wheat adjustment program.



CROP INSURANCE TO BALANCE GOOD CROP YEARS AGAINST BAD

Crop insurance seeks to reduce the farmer's gamble with weather hazards, insect pests, and plant diseases.

Since losses are calculated in terms of wheat, the protection is given against losses in yield rather than price declines.

In the determination of the premiums, both the history of the individual farm and the history of all farms in the county are considered. Premiums are payable either in wheat or its cash equivalent on the date due.

In years of surplus and low price the farmer may pay his premiums for 2 years, thereby placing part of the excessive supply in the insurance reserve where it will not be a threat upon the wheat market. When losses occur, the farmer may receive either wheat or its cash equivalent to assure him 50 percent or 75 percent of his average yield.

WHEAT LOANS A HELP FOR FARMERS DURING LOW-PRICE PERIODS

The wheat loan program enables the farmer to get immediate income from his surplus without waiting for a more favorable market.

The Commodity Credit Corporation is directed to make loans on wheat when supplies rise above specified levels or when prices fall below specified levels.

The Act provides loan rates to cooperating farmers ranging from 52 percent to 75 percent of parity. This range permits loans high enough to put a floor under prices to prevent their collapse.

SURPLUS PURCHASES FOR DISTRIBUTION TO RELIEF CLIENTS

The Federal Surplus Commodities Corporation purchases surplus agricultural commodities for distribution to persons on relief who are unable to buy sufficient food.

During the months of June, July, and August, 1938, the Corporation bought flour equivalent to more than 14 million bushels of wheat.

These wheat products are distributed carefully to prevent them from being resold, or from otherwise competing with commercial sales. State agencies are required to distribute the products to relief families in addition to, and not in substitution for, commodities which they already buy or receive locally.

EXPORT SALES OF WHEAT HELP TO KEEP OUR FAIR SHARE OF THE WORLD MARKET

The United States is taking aggressive action this year to export 100 million bushels of wheat, which is considered our fair share of the world export market.

Under this program the Federal Surplus Commodities Corporation buys wheat at the market price, and in some cases directly from eligible farmers at the wheat loan rate, and resells this to wheat exporters at a price which will let them meet world competition.

This is considered an emergency program made necessary primarily by the action of other exporting nations. It is hoped that eventually world wheat-marketing agreements can be worked out among nations.



MARKETING QUOTAS CONTROL EXCESS SUPPLIES IN EMERGENCIES

If the total supply of wheat for any marketing year exceeds normal domestic consumption and exports by more than 35 percent, a national marketing quota, subject to farmer approval in a national referendum, is provided for by the Act.

This marketing quota, when agreed to by two-thirds of the wheat farmers, imposes certain marketing restrictions on all wheat farmers. Such cooperation will help in avoiding wild breaks in the market against which farmers are otherwise helpless.

Announcement of the quota must be made not later than May 15 of any year and wheat growers then vote in a referendum before June 10.

If two-thirds or more of the farmers favor such action, the national marketing quota becomes effective on July 1.

Wheat marketed in excess of the quota for any farm is subject to deductions of 15 cents a bushel.

To help farmers hold wheat in excess of their quotas, storage loans will be offered in years when marketing quotas are proclaimed and approved. No loans, however, will be made on wheat in a marketing year in which marketing quotas can be applied but are voted down.

Table 1. WHEAT: ESTIMATED UNITED STATES ACREAGE SEEDED FOR THE YEARS 1919 TO 1938, INCLUSIVE

Year	Acreage seeded	Year	Acreage seeded
	<i>1,000 acres</i>		<i>1,000 acres</i>
1919-----	77, 440	1929-----	66, 840
1920-----	67, 977	1930-----	67, 150
1921-----	67, 681	1931-----	65, 998
1922-----	67, 163	1932-----	65, 913
1923-----	64, 510	1933-----	68, 485
1924-----	55, 706	1934-----	63, 562
1925-----	61, 738	1935-----	69, 207
1926-----	60, 712	1936-----	73, 724
1927-----	65, 661	1937-----	81, 072
1928-----	71, 152	1938-----	79, 870

SOURCE: Bureau of Agricultural Economics, U. S. Department of Agriculture.

THE FARMER'S PART IN A SOUND WHEAT POLICY

The wheat situation today is one of large supplies and low prices.

Farmers want to continue to grow as much wheat as possible at a fair price. They want their wheat production to bring them their fair share of the national income. They want to see the United States continue to hold its share of the world wheat trade.

But they know that to accomplish these objectives they must cooperate in making certain adjustments.

The Agricultural Adjustment Act of 1938 contains provisions which wheat farmers can use in working out their problems.

What Course to Take.

What courses of action are open to the individual farmer who wants to cooperate in this adjustment?

1. He can conserve his soil, building up the acres not in wheat so as to give him an "ever-normal granary" of fertility in the soil as well as a reserve in his bins.

2. He can seed within his wheat acreage allotments for 1939 and following years.

3. He can take out crop insurance on his wheat. This will help to stabilize his own operations and it will put part of the wheat surplus in the insurance reserve where it will not be a threat upon the wheat market.

4. He can prevent declines in exports by supporting a reasonable loan policy which does not peg United States prices above world prices and so does not build up a new surplus in the United States.

5. If marketing quotas are needed in 1939, and are voted for by wheat producers, he can give these quotas a fair trial.

These are some of the things which farmers themselves can do to make the new wheat program succeed.

**Table 2. WHEAT: ACREAGE SEEDED, BY STATES 1928-32
AVERAGE AND 1938**

[Figures in 1,000 acres, i. e., 000 omitted]

Region and State	Acreage seeded 1928-32 average	1938	
		Acreage seeded	Increase over 1928-32 average
Northeast.....	1, 312	1, 469	157
Maine.....	3	4	1
New Jersey.....	55	72	17
New York.....	249	311	62
Pennsylvania.....	1, 004	1, 082	78
Vermont.....	1	0	-1

**Table 2. WHEAT: ACREAGE SEEDED BY STATES 1928-32
AVERAGE AND 1938—Continued**

[Figures in 1,000 acres, i. e., 000 omitted]

Region and State	Acreage seeded 1928-32 average	1938	
		Acreage seeded	Increase over 1928-32 average
East Central.....	2, 296	2, 997	701
Delaware.....	100	86	- 14
Kentucky.....	293	614	321
Maryland.....	475	483	8
North Carolina.....	363	492	129
Tennessee.....	318	517	199
Virginia.....	626	638	12
West Virginia.....	121	167	46
Southern.....	8, 795	11, 773	2, 978
Alabama.....	3	6	3
Arkansas.....	36	81	45
Georgia.....	70	187	117
Oklahoma.....	4, 685	5, 959	1, 274
South Carolina.....	72	172	100
Texas.....	3, 929	5, 368	1, 439
North Central.....	18, 141	22, 599	4, 458
Illinois.....	2, 365	2, 385	20
Indiana.....	1, 797	1, 958	161
Iowa.....	426	632	206
Michigan.....	781	927	146
Minnesota.....	1, 445	2, 638	1, 193
Missouri.....	1, 687	2, 598	911
Nebraska.....	3, 847	5, 041	1, 194
Ohio.....	1, 913	2, 416	503
South Dakota.....	3, 777	3, 881	104
Wisconsin.....	103	123	20
Western.....	36, 867	41, 032	4, 165
Arizona.....	24	50	26
California.....	725	850	125
Colorado.....	1, 904	1, 759	- 145
Idaho.....	1, 220	1, 227	7
Kansas.....	13, 290	16, 945	3, 655
Montana.....	4, 527	4, 936	409
Nevada.....	15	19	4
New Mexico.....	443	438	- 5
North Dakota.....	10, 568	10, 736	168
Oregon.....	1, 046	1, 113	67
Utah.....	278	292	14
Washington.....	2, 452	2, 230	- 222
Wyoming.....	375	437	62
UNITED STATES TOTAL.....	67, 411	79, 870	12, 459

SOURCE: Bureau of Agricultural Economics, U. S. Department of Agriculture.

Table 3. WHEAT: ESTIMATED CARRY-OVER, PRODUCTION, AND TOTAL SUPPLY IN THE UNITED STATES 1923 TO 1938, INCLUSIVE

[Figures in millions of bushels, i. e., 000,000 omitted]

Year beginning July 1	Carry-over beginning of year ¹	Production	Total sup- ply ²
1923-----	132	759	891
1924-----	137	842	979
1925-----	108	669	777
1926-----	100	832	932
1927-----	110	875	985
1928-----	112	914	1,026
1929-----	228	823	1,051
1930-----	289	887	1,176
1931-----	313	942	1,255
1932-----	375	757	1,132
1933-----	378	552	930
1934-----	274	526	800
1935-----	148	626	774
1936-----	142	627	769
1937-----	83	876	959
1938-----	154	931	1,085

¹ Includes small total amount of new wheat in some years previous to 1937.

² Total supply is carry-over plus production.

SOURCE: Bureau of Agricultural Economics, U. S. Department of Agriculture.

Table 4. WHEAT (INCLUDING FLOUR): WORLD TRADE AND UNITED STATES EXPORTS

Year August-July	World trade in wheat ¹	United States net exports	Percent United States is of world trade
	<i>Million bushels</i>	<i>Million bushels</i>	<i>Percent</i>
1909-10 to 1913-14 ² -----	663	105	15. 8
1920-21 to 1924-25-----	736	231	31. 4
1925-26 to 1929-30-----	791	159	20. 1
1930-31-----	839	116	13. 8
1931-32-----	795	115	14. 5
1932-33-----	630	33	5. 2
1933-34-----	555	29	5. 2
1934-35-----	541	³ 4	-----
1935-36-----	523	³ 31	-----
1936-37-----	609	³ 17	-----
1937-38 ² -----	494	100	20. 2

¹ Net exports of all countries for which exports exceed imports.

² Years beginning July.

³ Net imports.

SOURCES: 1909-10 to 1913-14, U. S. Department of Agriculture Yearbook, 1928, page 685.

1923-24 to 1936-37, Food Research Institute of Stanford University, Wheat Studies, Volume XIV, No. 4, page 170.

1937-38, Bureau of Agricultural Economics, U. S. Department of Agriculture, The Wheat Situation for September 1938.

Table 5. WHEAT: ESTIMATED WORLD STOCKS, PRODUCTION, AND DISAPPEARANCE

1923-24 TO 1938-39, INCLUSIVE

[Figures in millions of bushels, i. e., 000,000 omitted]

Year	World stocks on about July 1	World produc- tion (excluding Soviet Russia and China)	Total dis- appearance
1923-24-----	577	3, 519	3, 394
1924-25-----	723	3, 127	3, 277
1925-26-----	573	3, 380	3, 327
1926-27-----	653	3, 494	3, 509
1927-28-----	687	3, 673	3, 614
1928-29-----	751	3, 996	3, 727
1929-30-----	1, 020	3, 584	3, 668
1930-31-----	943	3, 847	3, 856
1931-32-----	1, 046	3, 865	3, 938
1932-33-----	1, 043	3, 865	3, 781
1933-34-----	1, 144	3, 835	3, 820
1934-35-----	1, 193	3, 543	3, 786
1935-36-----	952	3, 601	3, 816
1936-37-----	766	3, 540	3, 771
1937-38 ¹ -----	519	3, 817	3, 780
1938-39 ¹ -----	595	4, 448	3, 860

¹ Preliminary.

SOURCE: Bureau of Agricultural Economics, U. S. Department of Agriculture.

Table 6. WHEAT: ESTIMATED UTILIZATION IN THE UNITED STATES 1923-24 TO 1937-38, INCLUSIVE

[Figures in millions of bushels, i. e., 000,000 omitted]

Crop year	Seed	Feed (fed on farms of wheat growers)	Foods and commercial feeds	Total domestic utilization ¹
1923-24-----	74	70	476	620
1924-25-----	80	56	477	613
1925-26-----	79	28	474	581
1926-27-----	83	34	497	614
1927-28-----	90	45	543	678
1928-29-----	84	57	513	654
1929-30-----	83	59	477	619
1930-31-----	81	157	509	747
1931-32-----	80	174	500	754
1932-33-----	84	125	511	720
1933-34-----	78	72	477	627
1934-35-----	82	84	489	655
1935-36-----	88	83	488	659
1936-37-----	97	88	503	688
1937-38-----	96	110	496	702

¹ Does not include shipments of wheat and flour to noncontiguous U. S. Territories.

SOURCE: Bureau of Agricultural Economics, U. S. Department of Agriculture.

Table 7. WHEAT: PRICES AT LIVERPOOL AND CHICAGO, UNITED STATES FARM PRICE AND PARITY PRICE 1923-24 TO 1937-38

Crop year	Imported wheat parcels at Liverpool	No. 2 Hard Winter wheat at Chicago	Farm price	Parity price
	<i>Cents per bushel</i>	<i>Cents per bushel</i>	<i>Cents per bushel</i>	<i>Cents per bushel</i>
1923-24-----	120. 8	105. 8	92. 6	145. 0
1924-25-----	175. 7	138. 8	124. 7	148. 5
1925-26-----	168. 9	161. 0	143. 7	149. 4
1926-27-----	162. 8	140. 1	121. 7	147. 6
1927-28-----	151. 9	138. 5	119. 0	147. 6
1928-29-----	127. 5	117. 2	99. 8	147. 6
1929-30-----	129. 2	129. 7	103. 6	145. 0
1930-31-----	79. 7	84. 5	67. 1	132. 6
1931-32-----	59. 2	52. 9	39. 0	114. 0
1932-33-----	53. 8	52. 7	38. 2	102. 5
1933-34-----	68. 2	94. 1	74. 4	109. 6
1934-35-----	80. 6	102. 5	84. 8	115. 8
1935-36-----	90. 0	103. 9	83. 2	112. 3
1936-37-----	125. 8	116. 5	102. 6	117. 6
1937-38-----	124. 5	118. 0	96. 3	116. 7

SOURCE: Bureau of Agricultural Economics, U. S. Department of Agriculture.

Table 8.—WHEAT: UNITED STATES IMPORTS AND EXPORTS

[Figures in thousands of bushels, i. e., 000 omitted]

	Imported for domestic consumption		Imported for milling in bond and export	Domestic wheat exported by the U. S.
	Wheat and flour imported for human food ¹	Imported for livestockfeed ²		
1928-32 yearly average-----	41	62	15, 330	109, 753
1936-37 (the highest import year)-----	30, 398	4, 057	13, 469	9, 267
1933-37 yearly average for 5-year period-----	12, 502	4, 284	³ 10, 165	29, 953
1937-38 (last year)-----	630	4	³ 2, 927	100, 160
July 1938-----	(⁴)	0	³ 98	12, 249
August 1938-----	1	0	³ 35	10, 899
September 1938-----	1	0	³ 959	4, 630
October 1938-----	4	41	1, 305	4, 444

¹ Wheat, of milling quality, pays full tariff duty of 42 cents per bushel. Flour included is less than 1/2 of 1 percent of the total.

² Wheat unfit for human consumption pays tariff duty of 10 percent ad valorem.

³ Includes small amount of flour (in terms of wheat) imported duty-free for export.

⁴ Less than 250 bushels.

The table above shows the REAL FACTS about U. S. wheat exports since the period 1928-32. The U. S. wheat trade is definitely on an EXPORT basis. Last year exports totaled just over 100 million bushels.

YOU, AS A FARMER, WILL BENEFIT FROM COOPERATION

Just what will cooperation with this program mean to you, as an individual farmer? Briefly, the answer is:

If You Cooperate—

You will protect and build up the soil fertility in your land.

You will benefit from any general improvement in market prices from balanced production and demand.

You will receive a soil conservation payment of 17 cents a bushel of normal yield on each acre of your wheat acreage allotment.

You will receive an additional 10 to 12 cents a bushel on the normal yield of the acreage allotment as a price-adjustment payment.

You will be eligible to receive a loan on your 1939 wheat, if there is a loan program.

You will be eligible to insure your 1940 crop with the Federal Crop Insurance Corporation.

If You Do Not Cooperate—

You will receive the same benefits, with all other farmers, derived from any general improvement in market prices which will result when production and demand are placed in balance.

You will receive no payments. You will have turned down total payments on your 1939 allotment of between 27 and 29 cents a bushel on your normal yield.

You will not be eligible for wheat loans, unless a marketing quota referendum is announced and approved. Even so your rate will not be as favorable as that of the cooperators.

You will not be eligible to insure your crop with the Federal Crop Insurance Corporation.

**CAN YOU, AS AN INDIVIDUAL OPERATOR,
AFFORD TO BE OUTSIDE THE PROGRAM?**